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Second country cooperation framework for Burkina Faso (2001-2005)

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Introduction

1. The Government of Burkina Faso and the United Nations country system, in close cooperation with other development partners, have elaborated a common country assessment (CCA) and United Nations Development Assistance Framework (UNDAF) to enhance their joint impact on the country's development. The United Nations Development Assistance Framework for the period 2001-2005 — a key tool for harmonizing United Nations system programming — led the United Nations Development Programme (UNDP) to curtail its first country cooperation framework (CCF) by one year in order to synchronize it with the programming cycles of the other programmes, funds and specialized agencies of the United Nations system.

2. The CCF — an integral part of poverty eradication — is based on existing key policy and analysis papers: the policy letter on sustainable human development, 1995-2005, the strategic initiative for the elimination of poverty, the common country assessment/United Nations Development Assistance Framework (CCA/UNDAF), the strategic results framework, 2000-2003, and the national reports on sustainable human development. The CCF focuses on seven of the fourteen sub-themes selected for United Nations system assistance under the United Nations Development Assistance Framework.

3. As with the common country assessment and the United Nations Development Assistance Framework, formulation of the CCF was a participatory and dynamic process involving the Government, civil society, parliament, the private sector, the United Nations system and the other development partners. The process was finalized in the draft CCF review meeting held on 6 April 2001, which confirmed the appropriateness of the areas selected for CCF intervention and approved implementation strategies.

I. Development situation from a sustainable human development perspective

4. A Sahelian country with an area of approximately 274,000 square kilometres, Burkina Faso's population in 1999 was approximately 11.2 million, with women accounting for 51.8 per cent. Its human development index, 0.303 in 1998, places it 172nd out of a total of 174 countries, according to the *Human Development Report 2000*. A rapid review of basic socio-economic indicators reveals the country's low human development level. Approximately 45.3 per cent of Burkina Faso's population lives below the poverty line, measured as an annual 72,690 CFA francs per capita (adult) in 1998. Poverty is predominantly rural, with rural areas accounting for 94.5 per cent of national poverty. Rural women are comparatively more affected by poverty than men, in respect both of incidence (50.4 per cent versus 49.6 per cent) and gravity.

5. The overall school enrolment rate is 40.5 per cent; the illiteracy rate is 26 per cent. Maternal and infant mortality rates are high (484/100,000 and 105.3 per cent respectively). Only 34 per cent of households have access to drinking water, while malnutrition affects 14 per cent of women and 29 per cent of children under five. To that worrying health picture must be added a rate of HIV/AIDS prevalence estimated at 7.17 per cent in 1997, with its negative impact on life expectancy and growth of per capita gross domestic product (GDP), estimated at 0.5 per cent per annum during the period 1995-1999.

6. Although recorded economic growth has been positive, averaging 5 per cent per annum during the period 1995-1998, it has been insufficient to generate the expected improvement in overall living standards. The challenges of globalization and regional integration confront the country with increased external competition stemming from global market forces. Enhanced competitiveness — currently impeded by low productivity and high input costs — will be a major determinant of economic growth. Increased use of new information and communication technologies (ICT) must be a key element of any appropriate response to that challenge.

7. Burkina Faso has been in an unresolved socio-political crisis since December 1998, and efforts are under way to restore national dialogue with a view to identifying solutions for resolving the crisis. Despite significant recent initiatives undertaken, good governance still needs strengthening, with shortcomings remaining, inter alia in respect of: (a) insufficient transparency and weak public administration overall; (b) continuing limited participation of civil society in policy formulation and execution; and (c) insufficient division and autonomy of authority. Decentralization and increased

participation of women in decision-making are further prerequisites for good governance.

8. The country's environmental situation is characterized by continual degradation of its natural resources: intense soil erosion, reduced soil fertility and decline in biological diversity. The natural and human factors responsible are directly linked to gradual climate change, outdated agricultural methods, ranching and transhumance, as well as to annual population growth of 2.38 per cent.

9. Thus, the development challenges facing Burkina Faso are many. The Government has responded by embarking on the formulation and execution of a development strategy, outlined in the policy letter on sustainable human development, 1995-2005, which is structured around the primary goal of achieving human security for every citizen. The strategic initiative for the elimination of poverty, approved in 2000 by the Bretton Woods institutions, sets forth the Government's priority objectives for the coming decade. It provides the primary reference and synchronization framework for all poverty-eradication activities. The primary objectives of the global poverty-eradication strategy are: (a) to accelerate growth on an equitable basis; (b) to guarantee access to basic social services for the poor; (c) to expand employment opportunities and income-generating activities for the poor; (d) to promote good governance.

10. The formulation of the United Nations Development Assistance Framework has allowed the United Nations system to provide a concerted and coherent response to national priorities as defined in the policy letter on sustainable human development, 1995-2005, the strategic initiative for the elimination of poverty, and the recommendations of major world conferences and the Millennium Summit.

II. Results and lessons of past cooperation

11. The first UNDP CCF for Burkina Faso for the period 1997-2001 had focused on the following three areas: (a) poverty eradication and development of social sectors; (b) good governance and economic management; and (c) food security and protection of the environment. Non-theme activities, such as the fight against HIV/AIDS, would be implemented with 5 per cent of the core funds allocated to the CCF.

12. The country programme review held in February 2001 confirmed that the three intervention areas were consistent with Government policies and programmes and with the recommendations of world conferences. It also confirmed the capacity and appropriateness of UNDP interventions in upstream activities, such as support for policy and strategy formulation, and advocacy for the concept of sustainable human development. Key results obtained with UNDP support include the formulation of a national good governance plan, a national plan of action to combat desertification and a national food security strategy, and the publication of three national reports on human development, including the 1998 report on poverty and the 2000 report on governance. The review welcomed partnership efforts under way, particularly in respect of the fight against HIV/AIDS and aid coordination. With reference to the impact assessment of field interventions carried out by UNDP Headquarters, the review concluded that downstream activities had encompassed the key support objectives relating to women and to poor people as a whole. However, it also noted the low visibility of those activities for the public and development partners.

13. Concerning lessons of past cooperation, it should be noted that: (a) UNDP has a comparative advantage in consultation/coordination; (b) adoption of the participatory approach during the formulation and execution of projects and programmes, capitalization on past experience, and involvement of the other partners in the formulation and approval of projects and programmes ensure their success; (c) the national execution modality encourages national empowerment and enhanced incorporation of national priorities, and facilitates UNDP interventions in sensitive areas such as good governance and policy formulation.

14. The principal recommendations of the review are as follows: (a) to enhance the programme approach and to identify areas of concentration for the second CCF from among those already supported by UNDP; (b) to further support the decentralization process with a view to heightening the involvement of local people and grass-roots associations in all initiatives in their favour; (c) to elaborate a communication and advocacy strategy and to earmark the resources for its execution at the level of each programme; (d) to enhance the participation of women in decision-making; (e) to strengthen support and monitoring and evaluation mechanisms for projects and programmes; (f) to

continue support for policy, strategy and programme formulation; and (g) to take better account of the aspirations of civil society and the private sector in all phases of the process, from policy dialogue to project and programme execution.

III. Objectives, programme areas and expected results

15. As specified in the United Nations Development Assistance Framework, the primary objective of UNDP and United Nations system interventions is to support Burkina Faso in its efforts to give each citizen access to human security, more particularly by reducing poverty from 45 per cent to under 30 per cent by 2015. In light of lessons of past cooperation, and based on the general lines of the United Nations Development Assistance Framework, UNDP interventions in the period 2001-2005 will focus on seven themes in the following three areas: (a) democratic governance; (b) economic governance; (c) environment and local development.

16. Each of the three areas and seven themes contributes directly in one of the spheres of competence or comparative advantage of UNDP to the global objective of poverty eradication. Upstream activities prevail in the areas of democratic governance and economic governance, which focus on major issues of creating an enabling environment for sustainable human development and institutionalizing an ensemble of national policies conducive to poverty reduction. The third area, for its part, focuses on downstream activities that give the poor greater access to funds and natural resources while ensuring their participation in local decision-making. In accordance with the United Nations Development Assistance Framework, coherence between the various UNDP interventions is enhanced by stressing the correlations between the themes and the geographic concentration of activities in the United Nations system convergence zone. Non-theme operations — including in the housing, mining and forestry sectors — will be discontinued by the end of 2001.

A. Democratic governance

17. The objective is to promote individual and political security by promoting human rights, especially the rights of women and children, and strengthening the key institutions concerned with democratic governance; to give the poor better access to new information and communication technologies; and to introduce gender mainstreaming, namely integration of gender equality issues. This will ensure that such issues are systematically incorporated in all current CCF programmes and projects. It will mean, inter alia, involving women and women's associations in all policy formulation and decision-making processes.

Strengthening of democratic governance

18. As part of its support for the national good governance plan, UNDP will assist in the strengthening of public affairs management capacities through the following components: administration, representative bodies and civil society. Expected results are: (a) devolution of administrative activity and strengthened human resource management in the administration, in line with the decentralization policy, principles of transparency and performance requirement; (b) capacity-building in representative bodies, including the Economic and Social Council of Burkina Faso and the National Assembly; (c) capacity-building in non-governmental organizations (NGOs) and associations, including the Centre for Democratic Governance, with a view to increasing the participation of civil society in public affairs management.

New information and communication technologies

19. UNDP will assist the Government, jointly with its development partners, in the execution of the national new information and communication technologies (ITC) development programme and the mobilization of the necessary resources. UNDP support will also: (a) improve access to information and training in rural areas through the development of a rural digital radio network; (b) strengthen national capacities for network expertise and electronic commerce; (c) expand ITC infrastructure in accordance with the UNDP regional programme Africa Internet Initiative. ICT will also be promoted as a cross-cutting theme, and a percentage of the resources earmarked in the first CCF for the joint basic education programme will be assigned for that purpose with a view to enhancing the access of local communities to information.

B. Economic governance

20. The aim is to promote the formulation, equitable execution, monitoring, coordination and participatory evaluation of poverty-reduction strategies, and to prevent the further spread of HIV/AIDS, while gradually diminishing its impact.

Strengthening of economic governance

21. UNDP aims to improve economic governance with a view to creating an enabling environment for poverty eradication in cooperation with civil society and the country's other development partners, including the World Bank, the European Union, France, the African Development Bank, the West African Economic and Monetary Union, other organizations of the United Nations system and bilateral partners. The main expected results are: (a) realization of the Burkina 2025 perspective study; (b) capacity-building in the Ministry of Economy and Finance and the Ministry of Employment, Labour and Social Security, including in the areas of economic management and aid coordination; (c) establishment of a poverty-reduction and sustainable human development observatory and a work and vocational training observatory. The poverty-reduction observatory will monitor and analyse key indicators of the strategic initiative for the elimination of poverty and Millennium Summit indicators, disaggregated by gender and region/province, and will accordingly facilitate the promotion of broad participation in the annual review of the strategic initiative for the elimination of poverty; and (d) enhancement of local economic governance mechanisms. At the level of advocacy and strategic policy advice, UNDP will support the annual preparation of the national human development report.

AIDS and sustainable development

22. This component will contribute to enhancement of advocacy, strategic planning capacities and coordination of HIV/AIDS-related activities implemented by the Government and NGOs and associations working in this field. Expected results are: (a) improved knowledge of the social and economic impacts of the HIV/AIDS epidemic; (b) formulation and execution of a multisectoral strategy to combat the pandemic in the period 2001-2005; (c) strengthening of institutional capacities for coordinating, mobilizing and managing resources for combating HIV/AIDS, including the national committee to combat HIV/AIDS and networks of associations and NGOs; (d) improvement of coordination mechanisms between the various partners through the enlarged thematic group, technical and financial AIDS partners, and consultations between NGOs. Combating HIV/AIDS will also be promoted as a cross-cutting theme in the various programmes and projects financed by UNDP, and will be the focus of joint, multi-donor projects on epidemiology, social and economic impact on households, grass-roots actions, mother-to-child transmission and care of orphans. The expected impact of all such interventions is a 25 per cent decline in the number of new HIV/AIDS cases at least.

C. Local development and environment

23. Here the aim is to support the formulation and execution of national sustainable development strategies, in order to arrest and reverse damage to environmental resources, to give the poor (especially women) access to natural resources and funds, and to strengthen local governance in the poorest areas. To attain these objectives, the UNDP contribution will be structured around three components: local development, microfinance and environment.

Local development

24. The Government has embarked on a decentralization process, for which guidelines were adopted in 1998. The decentralized national rural development programme currently being formulated is a part of that process, and based also on experience in land management approaches. UNDP will accordingly provide support for: (a) continuing participatory management of natural resources and strengthening of local human capacities in provinces targeted by projects inherited from the first cooperation framework and situated for the most part in the zone of convergence of United Nations system activities; (b) strengthening of decentralization through the establishment, enhancement and strengthening of local, provincial and regional coordination structures in the 25 provinces of the zone of convergence of United Nations system activities; (c) support for decentralization through strengthening of the management capacities of 12 urban communes in partnership with the World Bank, the African

Development Bank and the United Nations Volunteers (UNV) programme.

25. Expected results are: (a) improvement of living conditions and incomes, especially for women, in at least a hundred villages; better organization and management of rural land use in at least 50 rural localities; and training and empowerment of at least 20,000 village dwellers and their involvement in decision-making; (b) at least 25 provincial frameworks for technical consultation (bringing together the administration, projects, civil society, including women's associations, the private sector and local representatives) to be responsible for dialogue/coordination will be made operational and representative; (c) participatory development planning instruments will be formulated and/or enhanced for 12 urban communes and six regional divisions dealing with economics and planning.

Microfinance

26. Under the rural finance plan of action, UNDP and the United Nations Capital Development Fund (UNCDF) — through the Special Unit for Microfinance and jointly with other partners — will help support decentralized systems of financing. Such support is aimed at: (a) facilitating the expansion of neighbourhood finance services adapted to the needs of the poorest people in at least five provinces in the south-east and north of centre; (b) providing technical and financial assistance for credit institutions at the grass-roots level; and (c) creating/stimulating the rural financial market to benefit the zone's development.

27. The following programme results are expected: (a) modernization of financial infrastructures in the zone, and diversification of financial products through the creation of approximately 19 credit unions linked to 350 village funds for women; (b) establishment of technical outposts to ensure close scrutiny of financial operations; and (c) institutionalization of savings and credit operations in the targeted zone. It is anticipated that execution of this programme will improve access to credit for at least 20,000 people, two thirds of whom will be women.

Environment

28. Pursuant to Burkina Faso's national Agenda 21, which doubles as the national plan of action for the environment, and in collaboration with other partners, UNDP interventions should contribute to: (a) steering the review process of the World Summit on Sustainable Development (Rio+10), which should lead to a national report summarizing recommendations for the next decade of sustainable development; (b) rereading and revising the national plan of action for the environment; (c) finalizing the first national sustainable development strategy. Furthermore, efforts will be undertaken to: (d) harmonize three conventions: the Convention to Combat Desertification, the Framework Convention on the Conservation of Biological Diversity and the Framework Convention on Climate Change; and (e) mobilize funds to finance the programmes identified.

IV. Management arrangements

Implementation modalities

29. National execution will constitute the principal modality for implementing projects and programmes. In accordance with the guidelines of the United Nations Development Assistance Framework, the required strengthening of this modality will be effected jointly with United Nations system agencies and in close collaboration with the other donors. It is anticipated that a national execution manual common to the United Nations system will be produced, comprising a shared interpretation of the concept, and common rules and procedures for execution, monitoring and evaluation. This manual will help to enhance country absorption of UNDP technical cooperation by strengthening national capacities.

30. In line with the programme approach, joint interventions by UNDP, UNCDF and UNV will be geared to strengthening the various above-mentioned national programmes. A gradual shift towards joint or at least highly synchronized and harmonized United Nations systems programmes is anticipated. In certain cases, this approach will be expanded to result in joint, multi-donor aid, as for the programme to combat HIV/AIDS. Systematic information and awareness-raising activities will be conducted to ensure the visibility of UNDP activities.

31. Advocacy and resource mobilization will form an integral part of the support provided by UNDP for realizing national programme objectives. Policy dialogue will be continued, inter alia on the themes of AIDS, economic governance and democratic

governance. A UNDP resource mobilization rate of 30 per cent is anticipated, especially through aid to help the country submit proposals to Capacity 21, the Global Environment Facility and the Tokyo International Conference on African Development. Support for the coordination of official development assistance will be provided under the programme for economic governance and through such mechanisms as thematic and sectoral groups as well as sectoral and general round tables, at the Government's request. Joint upstream and downstream actions will strengthen partnership with civil society and the private sector.

Monitoring and evaluation

32. The evaluation and monitoring of the second CCF will be effected in partnership with the Government and other development partners, on the one hand, and by the United Nations system, on the other. The poverty reduction observatory will be the preferred instrument for monitoring the impact of the CCF on the basis of commonly agreed indicators for monitoring the strategic initiative for the elimination of poverty, the new conditionality test and the United Nations Development Assistance Framework. The result indicators have already been agreed for the UNDP strategic results framework (2000-2003) and will be regularly monitored at project and programme level. The sensitivity of indicators to target groups will be continually enhanced. An annual review of the CCF will evaluate progress in achieving results, to be recorded in a results-oriented annual report. The process will also provide input to the annual review of the United Nations Development Assistance Framework and the country review.

Annex

Resource mobilization target table for Burkina Faso (2001-2005)

Source	*Amount (In thousands of United States dollars)*	*Comments*
UNDP core funds		
Estimated IPF carry-over	6 686	AOS included.
TRAC 1.1.1	12 901	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
SPPD/STS	880	
Subtotal	**20 467**[a]	
Non-core funds		
Government cost-sharing	-	
Third-party cost-sharing	11 142	
Funds administered by UNDP, trust funds and other	13 863	
	of which:	
UNIFEM	725	
UNCDF	9 693	
UNV	945	
GEF/Capacity 21, Montreal Protocol	2 500	
Subtotal	**25 005**	
Grand total	**45 472**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: AOS = administrative and operational services; GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund; UNIFEM = United Nations Development Fund for Women; UNV = United Nations Volunteer programme.